

Message Text

PAGE 01 STATE 024841
ORIGIN SNM-02

INFO OCT-01 ISO-00 /003 R

66011
DRAFTED BY S/NM:MCHESHES:AG
APPROVED BY S/NM:SBVANCE
-----041058Z 050809 /11
R 032140Z FEB 77
FM SECSTATE WASHDC
TO AMEMBASSY TEHRAN

C O N F I D E N T I A L STATE 024841

FOL REPEAT ISLAMABAD 1125 ACTION SECSTATE INFO GENEVA DTD 1 FEB.

QUOTE

C O N F I D E N T I A L ISLAMABAD 1125

E.O. 11652: GDS
TAGS: SNAR, PK,
SUBJECT: POPPY CROP IN NWFP

REF: STATE 12278,

1. FOLLOWING ARE ANSWERS TO SPECIFIC QUESTIONS POSED IN PARA TWO OF REFTEL. SUBSEQUENT PARAGRAPHS CONTAIN GENERAL COMMENTS ON POPPY CROP AND ENFORCEMENT DURING THIS CROP SEASON WHICH PUT DR. AHMAD'S REPORT IN PROPER PERSPECTIVE.

A. INCREASES SEEN BY AHMAD WERE PRIMARILY IN MERGED AREAS WITH KNOWLEDGEABLE REPORTS OF SIMILAR INCREASES IN TRIBAL AREAS. ONLY IN MAIN SWABI WAS AN INCREASE NOTED IN A SETTLED AREA.

B. & C. LICENSED AREA WAS REDUCED FROM 2,745 TO 2,611 ACRES THIS YEAR AND DR. AHMAD STATES THAT HIS TENTATIVE ESTIMATE IS CONFIDENTIAL

PAGE 02 STATE 024841

THAT EXCESS GROWTH IN THESE AREAS IS VERY LITTLE. HE WOULD NOT VOLUNTEER A FIGURE BUT WHEN EMBOFF OFFERED FIVE PERCENT SAID THIS PROBABLY WAS NOT FAR OFF.

D. GOP HAS IN THE PAST EXERCISED SOME GENERAL POLICE CONTROL IN SWABI, LITTLE CONTROL IN MERGED AREAS AND VIRTUALLY NO RPT NO CONTROL IN TRIBAL AREAS.

E. THE GOP HAS MECHANISM TO CONTROL ADDITIONAL GROWTH IN SETTLED AREAS IF IT PERCEIVES POLITICAL POSSIBILITY OF SO DOING

THIS YEAR. IT IS DOUBTFUL IF EXISTING CONTROL MECHANISM COULD BE EXTENDED INTO MOST OF MERGED AREAS THIS YEAR AND NO RPT NO POSSIBILITY OF CROP CONTROL THIS YEAR IN TRIBAL AREA. IF EXISTING TRAFFICKING CONTROL MECHANISM WERE EFFECTIVELY USED, GOP COULD NEGATE EFFECT OF INCREASED ACREAGE IN FLOWS THROUGH SETTLED PAKISTAN. AS DEPT IS AWARE, GOP CAN NOW DO LITTLE TO AFFECT FLOW OF ILLICIT OPIATES OUT THROUGH TRIBAL AREAS INTO AFGHANISTAN.

F. AS EXPLAINED IN PARA BELOW ON NATIONAL ELECTIONS, EMBASSY BELIEVES IT IS UNLIKELY THAT GOP WOULD TAKE MANY HIGHLY VISIBLE MEASURES SUCH AS FORCED PLOWING OF ACREAGE. THE DISTRICT OPIUM OFFICER HAS ADVISED THAT WARRANTS HAVE BEEN ISSUED AGAINST ABOUT 1,000 FARMERS FOR EXCESS ACREAGE IN THE LICENSED AREAS AND A FEW OF THESE FARMERS PLOWED UNDER EXCESS POPPIES IN THE PRESENCE OF GOP OFFICIALS. THE DOO PLANS TO CONTINUE ISSUANCE OF WARRANTS AND TO SUBMIT LISTS OF VIOLATORS TO THE MAGISTRATES.

G. GOP AND IN PARTICULAR THE NWFP HAS THE AUTHORITY TO DESTROY ILLEGAL CROPS IN SETTLED AREAS AND COULD PROBABLY DO SO IN MERGED AREAS. THE NEW LEGISLATION WILL NOT IMMEDIATELY SHIFT BASIC CONTROL OVER GROWERS FROM PROVINCES TO CENTRAL AUTHORITIES NOR WILL IT CHANGE ENFORCEMENT SITUATION IN TRIBAL AREAS.

H. AT THIS EARLY STAGE OF THE CROP SURVEY, NO RPT NO MEANINGFUL FINAL PRODUCTION FIGURE IS POSSIBLE.

CONFIDENTIAL

PAGE 03 STATE 024841

2. FOR A PROPER PERSPECTIVE, THE DEPT MUST CLEARLY REALIZE THAT DR. AHMAD'S FIRST REPORT EACH YEAR IS NECESSARILY A TENTATIVE ROUGH ESTIMATE BASED UPON A PERSONAL SURVEY OF A PART OF THE POPPY GROWING REGION AND DISCUSSIONS WITH GOP AND TOBACCO COMPANY EXTENSION AGENTS. SUBSEQUENT TO TIME SURVEY MADE, IT IS POSSIBLE THAT WEATHER, PRICE STRUCTURE, GOVERNMENT PRESSURES, ETC., COULD INDUCE FARMERS TO PLOW ONE CROP AND PLANT ANOTHER. ALSO, AS DR. AHMAD TRAVELS MORE BROADLY HIMSELF, HE MAY FIND THE SITUATION BETTER OR WORSE COMPARED TO HIS PERSONAL OBSERVATIONS IN THE PAST.

3. THE NATIONAL AND PROVINCIAL ELECTIONS WHICH WERE RECENTLY ANNOUNCED TO TAKE PLACE ON 7 AND 10 MARCH, RESPECTIVELY, COULD AFFECT POPPY CROP ENFORCEMENT THIS YEAR. DURING POLITICALLY SENSITIVE PERIODS IN THE PAST, THE GOP HAS NOT BEEN WILLING TO TAKE ACTIVE ENFORCEMENT MEASURES AGAINST FARMERS IN THE POPPY REGION. THE POPPY HARVEST RUNS FROM MID-MARCH TO MID-APRIL LEAVING LITTLE TAKE FOR ACTION AGAINST ILLICIT GROWERS AFTER THE ELECTION.

4. IN REASSESSING REASONS FOR LARGER CROP WITH DR. AHMAD, IT BECOMES EVIDENT THAT ILLICIT MARKET PRICE IS MUCH MORE IMPORTANT THAN INDICATED IN HIS REPORT. ILLICIT PRICES IN PAKISTAN ARE ALWAYS LOWEST IN APRIL AFTER HARVEST AND HIGHEST IN OCTOBER--

NOVEMBER AT PLANTING TIME FOR NEXT CROP. THIS NOT ONLY REFLECTS SUPPLY SITUATION BUT ALSO PREFERENCE HERE FOR A DRIED OPIUM GUM PRODUCT FOR SMOKING AND EATING RATHER THAN THE OILY, FRESHLY--HARVESTED GUM. IN NOVEMBER 1975, THE ILLICIT PRICE TO FARMERS WAS ABOUT RUPEES 700 PER KILO WHICH HAD RISEN TO RUPEES 1,200 PER KILO IN NOVEMBER 1976. THE EMBASSY BELIEVES THE REDUCED SUPPLY LAST YEAR WAS A MORE IMPORTANT FACTOR THAN HIGHER LOCAL DEMAND OR ANY NEW TRAFFICKING PATTERNS IN FORCING THE PRICE UP.

5. THERE HAS BEEN A SLIGHT CHANGE IN THE LEGAL SYSTEM IN THE MERGED AREAS WHICH MIGHT AFFECT OPIUM PRODUCTION. LAST SPRING THE GOP EXTENDED BY ORDINANCE THE APPLICATION OF MANY OF THE LAWS,
CONFIDENTIAL

PAGE 04 STATE 024841

INCLUDING THE OPIUM ACT, TO THE MERGED AREAS. IN NOVEMBER, AS A RESULT OF CIVIL DISTURBANCES IN A MERGED AREA, THE PRIME MINISTER DECLARED THAT THESE LAWS WOULD HENCEFORTH BE ADMINISTERED UNDER THE TRADITIONAL TRIBAL JIRGA (COUNCIL) SYSTEM. PNCB CHAIRMAN HAS INFORMED DEA THAT NARCOTICS CONTROL LAWS ARE STILL ENFORCEABLE IN THESE AREAS BUT THAT HEARINGS AND PUNISHMENT WILL BE ACCORDING TO THE TRADITIONAL SYSTEM. DR. AHMAD REPORTS THAT THIS STEP FORWARD AND HALF STEP BACK HAS LED FARMERS TO BELIEVE THAT POPPY CULTIVATION LAWS WILL NOT BE ENFORCED IN THE MERGED AREAS.

6. ON ACREAGE INCREASE REPORT BY DR. AHMAD IN UNS BUNEER PROJECT AREA, UN NARCOTICS COORDINATOR FOR PAKISTAN, JORGEN GAMMALGARD, DISPUTES INCREASE AND POINTS TO LITTLE TIME UN PROJECT HAS HAD TO MAKE REAL IMPACT. UN CONDUCTS ITS OWN SURVEY EACH YEAR IN WHICH POPPY PLOTS ARE ACTUALLY MEASURED BY A GROUP OF TRADITIONAL LAND SURVEYORS. THESE SURVEYORS ARE ONLY NOW COMPLETING WORK BUT BELIEVE THAT ACREAGE IS CLOSE TO OR SLIGHTLY BELOW LAST YEAR. SURVEY OF KHUDAKHEL AREA OF BUNEER IS COMPLETE SHOWING 200 ACRES LESS THAN LAST YEAR. GAMMALGARD STATES THAT PAK SIDE OF PROJECT HAS HAD DIFFICULTY HIRING PERSONNEL AND ESTABLISHING FACILITIES. THIS SEASON LITTLE MORE WAS ACCOMPLISHED THAN SECURING PILOT FARM AGREEMENTS WITH THIRTEEN FARMERS TO WHOM SEEDS, FERTILIZERS AND ADVICE WERE PROVIDED IN RETURN FOR A PLEDGE TO REFRAIN FROM POPPY GROWTH. GAMMALGARD WOULD NOT HAVE BEEN SURPRISED AT SOME INCREASE IN ACREAGE AS NON-POPPY GROWERS PLANTED OPIUM IN ORDER TO TAKE ADVANTAGE OF THE UN PROJECT. HE HOPES PROJECT EMPLOYEES HAVE KILLED RUMOR THAT ONLY POPPY GROWERS WOULD GAIN PROJECT BENEFITS.

7. EMBASSY ANALYSIS: WE SHARE THE DEPT'S CONCERN WITH THIS TENTATIVE INDICATION OF INCREASED POPPY CROP AFTER TWO YEARS OF REDUCTION. WE COULD HAVE EXPECTED THE ILLICIT MARKET STRUCTURE TO REACT TO REDUCED SUPPLIES AT SOME STAGE TO STIMULATE ONE SPURT OF INCREASED PLANTING. IT IS VERY UNFORTUNATE THAT THE ILLICIT MARKET STIMULATION HAD TO OCCUR DURING AN ELECTION
CONFIDENTIAL

PAGE 05 STATE 024841

CAMPAIGN WHEN IT IS LIKELY THAT GOP ENFORCEMENT REACTION WILL BE LESS THAN THE SITUATION DEMANDS. DR. AHMAD'S REPORT HAS BEEN SENT TO THE PNCB AND THIS SITUATION WILL BE BROUGHT FORCEFULLY TO THE ATTENTION OF OTHER AREAS OF THE GOP. WE CAN ONLY HOPE THAT THE GOP WILL PUBLICLY REACT REGARDLESS OF THE POTENTIAL POLITICAL RISK. AT THIS STAGE, WE MUST REALISTICALLY ASSUME THAT EVENTUAL PRODUCTION WILL BE UP OVER THE PAST TWO YEARS.

8. MISSION IS PREPARING A POLITICAL SECTION ANALYSIS OF THE POLITICAL ENVIRONMENT IN PAKISTAN AS IT AFFECTS NARCOTICS CONTROL AND A REPORT ON THE UN BUNEER PROJECT TO DATE.
CONSTABLE

UNQUOTE VANCE

CONFIDENTIAL

<< END OF DOCUMENT >>

Message Attributes

Automatic DecapTIONing: X
Capture Date: 22-Sep-1999 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: AGRICULTURAL PRODUCTION, OPIUM, REPORTS
Control Number: n/a
Copy: SINGLE
Sent Date: 03-Feb-1977 12:00:00 am
DecapTION Date: 01-Jan-1960 12:00:00 am
DecapTION Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977STATE024841
Document Source: ADS
Document Unique ID: 00
Drafter: S/NM:MCHESHES:AG
Enclosure: n/a
Executive Order: 11652 GDS
Errors: n/a
Expiration:
Film Number: D770040-0750
Format: TEL
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t197702100/baaaeves.tel
Line Count: 182
Litigation Code IDs:
Litigation Codes:
Litigation History: Hold (001 Tobacco) added on 4/16/2009 3:39:10 PM by WASHDCMcGoldRJ, Hold (001 Tobacco) removed on 4/16/2009 3:45:07 PM by WASHDCMcGoldRJ (Litigation Hold Lifted)
Locator: TEXT ON-LINE, TEXT ON MICROFILM
Message ID: bb4b1fbf-c288-dd11-92da-001cc4696bcc
Office: ORIGIN SNM
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: STATE 12278,
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 14-Mar-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3233326
Secure: OPEN
Status: NATIVE
Subject: POPPY CROP IN NWFP
TAGS: SNAR, PK
To: TEHRAN
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/bb4b1fbf-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009